

Message Text

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C O N F I D E N T I A L MONTREAL 1383

FROM USREP DOWNS/ICAO

E.O. 11652: GDS
TAGS: PORG, ICAO, EAIR, XA, XG, XM, XF, XB
SUBJECT: EXPANSION OF ICAO COUNCIL

SUMMARY: ICAO COUNCIL WILL BE EXPANDED BY THREE MEMBERS. ELECTION OF NEW MEMBERS BY AN EXTRAORDINARY ICAO ASSEMBLY COULD SKEW COUNCIL MEMBERSHIP, EXACERBATING BLOC VOTING PROBLEMS AND LESSENING US INFLUENCE. USREP RECOMMENDS CHOICE OF STATE FRIENDLY TO U.S. INTERESTS, AND ACTION TO SUPPORT SUCH CANDIDACY.

1. 21ST ICAO ASSEMBLY, 1974, RESOLVED TO AMEND CHICAGO CONVENTION ARTICLE 50A TO INCREASE ICAO COUNCIL MEMBERSHIP FROM 30 TO 33. AMENDMENT WILL COME INTO FORCE WHEN 86 STATES HAVE RATIFIED. TO DATE, 76 STATES HAVE DONE SO.

2. ELECTION OF NEW STATES. IF COUNCIL IS EXPANDED BEFORE NEW COUNCIL IS ELECTED BY REGULAR TRIENNIAL ASSEMBLY, NEW MEMBERS WOULD BE ELECTED BY AN EXTRAORDINARY ASSEMBLY. THIS WAS THE CASE IN 1973, WHEN THREE NEW COUNCIL MEMBER STATES WERE ELECTED. SUCH EXTRAORDINARY ASSEMBLY COULD BE CALLED BY COUNCIL TO COINCIDE WITH AN ICAO SPONSORED DIPLOMATIC
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CONFERENCE, SUCH AS THAT TO BE HELD SEPTEMBER 6-22. AS YUGOSLOAV AND LEBANESE REPS POINTED OUT TO USREP, EXTRAORDINARY ASSEMBLY WOULD ONLY BE TWO-DAY AFFAIR, WITH ATTENDING DELS ARRIVING FROM UN NY WITH PRIOR INSTRUCTIONS.

3. COMPOSITION OF THE COUNCIL CAN BE GREATLY AFFECTED BY ADDITION OF NEW STATES. UNDER ARTICLE 50B, THE 30 MEMBER COUNCIL IS

PRESENTLY DIVIDED EQUALLY BETWEEN: 1) STATES OF CHIEF IMPORTANCE IN AIR TRANSPORT; 2) OTHER STATES PROVIDING LARGEST CONTRIBUTION TO PROVISION OF FACILITIES FOR INTERNATIONAL CIVIL AVIATION; AND 3) OTHER STATES TO ENSURE GEORGRAPHIC DISTRIBUTION.

US INTEREST IN EXPANSION OF COUNCIL WOULD BE TO MAINTAIN BALANCE WHICH HAS EXISTED SINCE 1962, AND SEE ONE NEW COUNCIL MEMBER DRAWN FROM EACH OF ABOVE 3 CATEGORIES. ACTUAL DISTRIBUTION IS SUBJECT TO ASSEMBLY DECISION. SEVERAL OF THE LDC MEMBERS HAVE EXPRESSED PREFERENCES AND ANTIPATHIES TOWARD POSSIBLE NEW MEMBERS. SEVERAL HAVE SAID THAT WESTERN EUROPE IS OVER-REPRESENTED. THE ARAB BLOC IS APPARENTLY WORKING TO IMPLEMENT A PAN-RAB DECISION THAT IRAQ SHOULD BE ELECTED. SENEGAL REP REPORTEDLY SAID THAT AFRICA SHOULD BE BETTER REPRESENTED, AND THAT ANGLO/Francophone balance must be kept by adding two African states. Turkey has a med-level diplomat present to gain expertise, to bolster a Turkish bid.

4. WHILE US VOTES FOR MEMBERSHIP ON COUNCIL HAVE ALWAYS BEEN SECRET, IT NOW SEEMS IMPORTANT THAT WE TAKE STEPS TO ASSURE BALANCE IS MAINTAINED. OUR FAILURE TO DO SO COULD HAMSTRING OUR EFFORTS IN COUNCIL FOR YEARS TO COME. THE NETHERLANDS, WHICH LOST ITS COUNCIL SEAT IN 1977 ASSEMBLY VOTE, IS A NATURAL CHOICE FOR U.S. OUR COLLEAGUES FROM THE GROUP OF 10 STATES ARE IN AGREEMENT. UKREP SUGGESTED THAT ECAC MEMBER STATES MIGHT BE CANVASSED, DESPITE OUR PROBLEM WITH ECAC'S OTHER POLICIES. WE NOTE THAT THIS CONFIDENTIAL

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WOULD
SPLIT SPAIN FROM ANY BLOC SUPPORTING A LATIN CANDIDACY.

5. ECAC MEMBERSHIP: AUSTRIA, BELGIUM, CYPRUS, DENMARK, FINLAND, FRANCE, FRG, GREECE, ICELAND, IRELAND, ITALY, LUXEMBOURG, NETHERLANDS, NORWAY, PORTUGAL, SPAIN, SWEDEN, SWITZERLAND,

TURKEY AND UK.

6. RECOMMENDED ACTION: USREP SUGGESTS DEPARTMENT CONSIDER POSSIBLE CANDIDACIES TO SUPPORT, ESPECIALLY NETHERLANDS. USREP PLANS TO CONSULT WITH GROUP OF 10'S REPRESENTATIVES, AND IF DEPARTMENT AGREES, WOULD EXTEND THIS TO APPROACH TO REPS COORDINATED WITH EMBASSY CONTACTS IN ECAC CAPITALS. THESE EFFORTS MUST BE WELL IN ADVANCE OF ANY EXTRAORDINARY ASSEMBLY.
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